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The Development of a Policy and Procedure Manual for the Walthill Public School System

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THE DEVELOPMENT OF A POLICY
AND PROCEDURE MANUAL FOR
THE WALTHILL PUBLIC SCHOOL SYSTEM

A FIELD PROJECT
PRESENTED TO
THE FACULTY OF THE GRADUATE COLLEGE
THE UNIVERSITY OF NEBRASKA AT OMAHA

IN PARTIAL FULFILLMENT
OF THE REQUIREMENTS FOR THE DEGREE
EDUCATION SPECIALIST

BY
James M. Ellis
March 1969

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Accepted for the faculty of The Graduate College of
the University of Nebraska at Omaha, in partial fulfillment
of the requirements for the degree Education Specialist.

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TABLE OF CONTENTS

CHAPTER	PAGE
I. THE PROBLEM AND DEFINITIONS OF TERMS USED .	1
The Problem	2
Statement of the problem	2
Importance of the study . .	2
Definitions of Terms Used . .	2
Policies	2
Procedures	2
II. REVIEW OF THE LITERATURE	3
Why Write Board Policies and Procedures? . .	3
Guiding Principles in Policy and Procedure Formation	8
Content of the Board Policy Manual.	21
III. DEVELOPMENT OF THE POLICY AND PROCEDURE MANUAL.	25
Educational Philosophy.	25
Board of Education.	26
Administrative Organization .	32
Instructional Personnel . . .	40
Noninstructional Personnel. .	47
Instructional Program	50
Pupil Personnel Administration. .	53
Auxiliary Services.	56
Financial and Business Management .	57
School-Community Relations.	59

CHAPTER	PAGE
IV. SUMMARY AND CONCLUSIONS.	62
BIBLIOGRAPHY	63
APPENDIX A	66

CHAPTER I

THE PROBLEM AND DEFINITIONS OF TERMS USED

Many traditional patterns and relationships in education have been altered during the past decade, as we have tried to adjust to the tremendous changes of our times.

School boards face mounting problems and changing relationships that involve the teacher, non-certified staff, administrator, and the school board cause growing concern. Under present conditions the distance between the board of education and the teaching and non-certified staff seems to be increasing.

The legal authority for the operation of the schools is vested in the board of education. But while the authority rests with the board, the responsibility for good education is shared. The board and the teachers together bear this responsibility. In this partnership of board and teachers, the chief school administrator, as the educational leader of the school district, plays a key role. Confronted with conditions that tend to separate boards of education and teachers rather than draw them together, schools must give renewed emphasis and continuing attention to sound personnel policies that provide for smooth coordination of effort. Educational policy is too important to be left to casual, haphazard procedures. It is too important

to be anything but a cooperative process.

I. THE PROBLEM

Statement of the problem. It was the purpose of this study to develop a satisfactory, workable and understandable set of policies and procedures for the Walthill Public School System in order that the roles and relationships of teachers, school board, and non-certificated members, and administrators are clarified.

Importance of the study. The educational task confronting us is of such magnitude and urgency that we must endeavor to minimize misunderstandings within the ranks. Confronted with conditions that tend to separate boards of education and teachers rather than draw them together, we must give renewed emphasis and continuing attention to sound policies and procedures that provide for smooth coordination of effort. These policies determine the potential scope of the educational program.

II. DEFINITIONS OF TERMS USED

Policies. They are principles adopted by the school board to chart a course of action.

Procedures. They represent a method by which a course of action is taken.

CHAPTER II

REVIEW OF THE LITERATURE

One of our big tasks today is to develop in a sane and orderly way techniques of procedure that will provide a fertile climate within which boards of education, administrators and teachers may each contribute their knowledge, training, and experience to a common pool for the development and attainment of worthwhile goals of common interest. Educational policy development is commonly regarded as the most important function of local boards of education. It is through the exercise of this function that school boards make numerous important decisions on educational matters that have been left to their discretion by the State.

WHY WRITE BOARD POLICIES

AND PROCEDURES?

To more effectively deal with today's pressing needs, more and more local school boards are adopting much needed written policies and procedures for teacher-administrator school board relationships. The answer seems to lie in the establishment of written procedures to facilitate correcting situations and in preventing misunderstandings to arise.

Society has become complex and diverse in our country and, at present, gives evidence of a need for intensified effort in developing shared concepts and understandings in all areas of social interaction.

Carl E. Strohm, administrative assistant to the superintendent, Madison, Indiana Consolidated Schools, states:

Written policies give visible assurance to both the public and the staff that citizens and employees are the valued partners of the school board. They improve staff morale by assuring consistency of policy and just treatment.

One of the principal characteristics of a good school is its capacity to respond to new situations with intelligent flexibility. A school system must deal with many different sets of circumstances, often simultaneously, and when this occurs such adaptability is especially important. But neither a single school nor a group of schools can hope to make wise and rapid adjustments without a stable foundation of well-understood purposes and clear agreement on basic policies.¹

In a guide for developing school board policies, the Nebraska State Department of Instruction says:

Of the many reasons underlying the need for writing and publishing board policies, two seem to argue with particular vigor for the practice because of the guidance they give to education and because of the democratic procedures which they reflect. The first reason recognizes and emphasizes the fact that the board of education is representative of the people and, therefore, is accountable to them. The second reason takes into consideration the frequent change in personnel in the office of the superintendent of schools, especially in the smaller school systems.²

In a study of the published reports of efforts of others, giving particular attention to the place of written policies in established theory of public school administration, Roy C.

¹Carl E. Strohm, "School Board Policies on Purchasing," The American School Board Journal, 149:23 (October, 1964).

²School Board Policies, A guide prepared by the Division of Supervision and Curriculum (Lincoln: Department of Public Instruction, 1953), p.1.

Turnbaugh, Associate Principal, J. Sterling Morton High School & Junior College, Cicero, Illinois, stated:

It was found that the experience of others indicated there were five principal ways in which policy manuals can be an asset to a school district.

1. They improve the functioning of the board of education itself.
2. They may improve the work of the school administration.
3. They may improve the effectiveness of other employees.
4. They may improve public understanding and support of schools.
5. They may help provide for more satisfactory relationships between board and administrative personnel, board and other employees, and board and the public, as well as between administrators and the public, between employees, and even between teachers and pupils.³

In 1960 the Joint Committee of the National School

Boards Association and National Education Association stated:

Written school board policies, conveniently organized, are extremely valuable to the board of education, the school staff, pupils, parents, and other patrons of the school. They help in these five important ways.

They bring clarity to school operation. Carefully considered well written policies enunciate to all persons and groups concerned how the board functions, and how it intends the schools should be operated. They facilitate accuracy in translating any aspect of policy to any person concerned. They clarify the relationship of board, superintendent and staff.

³R. C. Turnbaugh, "Developing a School Board Policy Manual," The American School Board Journal, 132:75 (March, 1956).

They bring understanding. They help the citizen, the school board members, and the staff member to understand his role in relationship to the school program. They make it clear to the public how citizens can work with their schools. They speed the orientation of new school board members and new staff members.

They bring good will. Written policies give visible assurance to both the public and the staff that citizens and employees are the valued partners of the school board. They give assurance of fair treatment to all segments of the community and to all the groups which have contacts with the school. They improve staff morale by assuring consistency of policy and just treatment.

They provide direction. Written policies give direction by providing rules for present action and a basis for future planning. They give continuity and provide clear points of reference for the board whenever it considers possible changes in policy. They ease the evaluation and re-evaluation of the school operation.

They provide for control and efficiency. Written policies facilitate control by establishing guidelines and by fixing responsibility. They promote efficiency by spelling out duties and by clarifying working relationships. They help to avoid friction and frustration by clearly distinguishing the roles of the school board and the administration of the school.⁴

Consistency of action is more likely to be assured if the board formulates policies and procedures, puts them in writing, and makes them available to all board members, professional personnel, and other interested persons.

⁴How to Develop Written Board Policies, a reference manual prepared by the Joint Committee on Written School Board Policies, section on why written policies (National School Boards Association and National Education Association, 1960), p. 1-2.

Policies and procedures set the general pattern for specific actions. Board decisions may be unwittingly contradictory if there is no written record of intent to serve as a guide.

The advantages of written policies are now being recognized more than at any time in the past. Not only have most school districts grown larger but tensions within districts have increased by the consistent public demand for bolder action and improved opportunities in the field of education to meet the challenges of the space age, by the cumulative complexity of the school program, and by the impact of community relations in areas of increasing population. Any and all of these pressures exerted on the schools can be dealt with more effectively and more constructively by a school board which has developed clear, written policies which are available and understandable to all persons and groups affected by the policies and decisions of the board.

In regard to the importance of written policies, there appears to be a general consensus that most school boards and administrators now realize that written policies are essential to good school administration. Gerald R. Sullivan stated the issue in this way:

"So much has been published about the need for written board policies that most school board-administrative teams no longer need to have the idea sold to them."⁵

GUIDING PRINCIPLES IN POLICY AND PROCEDURE FORMATION

There are varied ideas and opinions as to statements that should be included in the policy and procedure manual. Lee O. Garber states:

Putting board policies into writing may cause more trouble than it tries to save if policies aren't carefully worded. School boards should try to anticipate the unusual and phrase any new rule to cover it. While it is always wise to state things as simply as possible, policies and procedures that are too simple may be subject to various interpretations if they are applied to unusual situations.⁶

In a handbook for school board members published by the Nebraska State School Boards Association, it states:

To be of any practical use, policies and procedures must be consistently applicable to the times. This is a dynamic world. Forces outside the school are exerting strong influences on America's system of public education, and schools today are quite different from those of just a few years ago. Policies that were quite consistent with the best practices at one time may be hopelessly out of date at another.⁷

⁵G. R. Sullivan, "Written Board Policies: From Dream to Reality, American School Board Journal, 149:15 (August, 1964).

⁶Lee O. Garber, "Written Board Policies Spell Trouble if they are Unclear," Nation's Schools, 79:114 (May, 1967).

⁷School Board Members, A handbook prepared by the State Board on School Board Membership, (Holdrege: Nebraska State School Boards Association, 1963), p.67.

After reviewing and examining several school systems' written policy manuals, there appears to exist at the present time a number of differences in usage of terminology common to the development of manuals, and a consequent need to define the terms used in manual development. A major source of difficulty is the fact that many terms common to this field have been used in such a broad generic sense that they seem almost interchangeable. Many text books dealing with school administration and the school board-administrator relationship have made no attempt to define these terms specifically. This broad use of many terms is probably best evidenced by the great variety of descriptive titles used by various public school systems. Some are called, "School Board Policies," others "Rules and Regulations," "Board of Education By-Laws," "Administrative Code," and "Policies, Rules, and Procedures," to list but a few of the titles. Despite their titles, few of the handbooks or manuals studied actually distinguished between policies, rules, regulations, by-laws, and procedures. The contents of most were not limited to the areas which the titles appeared to indicate. Policies, rules, regulations, procedures, and by-laws are terms that should be defined in a specific sense. This has become easier to do since there has been a growing recognition of the need to distinguish between these terms. It should be pointed out that while there is no basic disagreement in defining these

terms it is not always easy to distinguish between what is policy and what is a rule or regulation.

G. R. Firth states:

The distinction between policy and rule is basic from the standpoint of effective operation. Rules necessarily must be broken to meet unusual situations. If the board of education makes rules, one of two conditions result: (1) Individuals are forced to violate the regulations without permission because the board usually meets only once a month, or (2) The board continuously receives requests to consider exceptions in individual cases.⁸

Firth aptly expressed the idea further when he stated, "Policy making is a board function but rule making generally is not."⁹

Dr. John Polley made the point clearly in this way:

Policies and rules merge one with the other. It is not always easy to see where one begins and the other leaves off. It is no great matter if some rules find their way in among policies. It will not ordinarily be difficult to identify what is policy and what is not, but there will be points at which different boards will exercise different judgments. What one views as policy, another will view as a rule. Such variations are certainly acceptable. What is desired is a clear, concise statement of how the board intends to operate. Good form will help bring this about, but the goal is effective, efficient operation and not the form of the final document.¹⁰

⁸Gerald R. Firth, "Use the Board Handbook for Policy and Rules", The American School Board Journal, 141:14 (Nov., 1960).

⁹Ibid.

¹⁰John W. Polley, "Statement of Policies", for school boards, (Albany: New York State School Boards Association, Inc., 1956) p. 2.

In the study reported on by Roy C. Turnbaugh, it was the general concensus of the schools involved in the study after compilation of the questionnaires used that a very important fact was quite evident in the writing of school board policies. Turnbaugh reported, "Early agreement was reached that developing a written statement of policy is a task different from developing a new policy to resolve a crisis or meet a newly arisen situation."¹¹

"A policy is considered a guide for discretionary action; a rule is the specification of a required action,"¹² states Firth. Firth elaborates further on the distinguishment between policy and rule when he says:

If a statement leaves no room for the exercise of discretion, it is not a policy. This does not mean that policy statements should be so broad and general that those who are to act under them must spend a great deal of time interpreting the intended meaning. Policies can have flexibility and yet provide definite guidance.¹³

It is the opinion of the writer that the difference between policy and rule is the degree of discretion left to the individuals involved at the various levels. Policies

¹¹Turnbaugh, loc. cit.

¹²Firth, loc. cit.

¹³Ibid.

are principles adopted by a board of education to chart a course of action for its administrator and to define the limits within which he shall exercise judgement and discretion.

There are other aspects in written school board policy manual development that must be considered. Often policy manuals are too long, too wordy, and not specific. A great deal of time and energy should be given to the development of a manual so that ambiguity and wordiness does not occur. Length seems to be a very important factor when developing a school board policy manual.

In a study reported on by C. L. Eggert, he expresses the results of the study relative to length in this way:

The smoothly and efficiently operating school board needs a clearly written handbook... With this thought in mind a detailed study was made of 23 such handbooks, varying in length of 2 to 70 pages. We found the two-page handbook to be too brief while the 50 to 70 page handbook goes into too much detail.¹⁴

However, it is the opinion of the writer that policy manuals need to be hand tailored to fit specific situations. But these specific situations need not be duplicated or repetitious in nature as noted in several policy manuals

¹⁴C. L. Eggert, "School Boards Need Written Policy," The American School Board Journal, 139:28 (September 1959).

reviewed. The writer feels that if carefully organized manuals are in total restricted to the nature they are intended that the length of any written policy manual will not be a problem.

In a study of sixty manuals prepared by various types and sizes of school districts in seventeen states to assist school districts in the development of written school board policies, Alpheus L. White, Assistant Specialist, Local School Administration, United States Office of Education, reported that differences were noted in the amount of detail included in the manuals. Such variations point out the lack of agreement on the specific content of a board policy manual. This, of course, reflects on the length of the policy manual. White also reported that the study recognized the fact that smaller school systems have a strong need to develop written policy manuals.¹⁵

Another aspect to be considered at this point that could have a bearing on the length of the manual is the provision to allow for revision of the manual. Each school system must allow for revision of written board policies as the need arises. All manuals reviewed by the writer were stapled together or commercially constructed so that

¹⁵Alpheus L. White, "Characteristics of Local School Board Policy Manuals," School Life, 42:23 (November, 1959).

revision required a complete reconstruction of the manual.

Gerald R. Sullivan reports that his school district keeps its board policies manual up-to-date by using loose-leaf form that makes insertion of revisions an easy matter.¹⁶

The writer can't help finding the idea appealing since revision is a year-to-year activity once an original policy is written.

Democratic approaches, stressing wide participation, are currently accepted in the formulation of administrative policy. One of the tenets of democratic administration is that those affected by policy should share in policy making. A study was made by W. H. Seawell, Superintendent, Brunswick County Public Schools, in the local school systems of Virginia. In regard to one aspect of the study reported, the techniques used by participating groups in developing written policies, it was revealed that even though several school systems used a wide range of resource people, and since policies affect nonprofessional, as well as professional employees, they possibly should have a more prominent part in the development of written school board policies than indicated by this study.¹⁷

¹⁶Sullivan, loc. cit.

¹⁷W. H. Seawell, "Use of Written Board Policies," The American School Board Journal, 140:19 (June 1960).

This seems to indicate that involvement of staff both certificated and noncertificated as well as other interested community members should have a voice in the writing of school board policies. Since the educative process is designed for the benefit of pupils and patrons, it may well be that a rich resource is being overlooked.

Hugh M. Shafer states:

Policy making today has two distinct aspects-- formulation and determination. The former is a proper, though not exclusive, aspect for administration and staff participation; whereas the latter is the exclusive responsibility of representative boards.¹⁸

The board must reserve the right to see that policies are properly interpreted. If the board feels that suggested policies stray from the intended meaning of a desirable policy, the board must re-examine the intent and rewrite its policy in order to clarify its intent. However, in regards to the involvement of staff, and layman the process should work in both directions when it comes to rewriting policies for clarity.

Regardless of the number of participants in the development of a written policy manual, it must be kept in mind that the quality of the final document is the most important. All aspects of a written policy manual are dependent on quality and not quantity.

¹⁸Hugh M. Shafer, "The Role of Administration in Policy Making," The American School Board Journal, 139:19 (November 1959).

Reeder states, "Written school board policies should incorporate the best administrative policies of the local school system... They should be a sort of administrative constitution for the school system."¹⁹

In order to successfully achieve all the desired goals in written board policies, it is obvious that guidelines are necessary in manual development. The Nebraska State Department of Education published a guide to pave the way for development of school board policies and procedures. The following statements are suggested guiding principles and procedures in policy formation for development and refinement of written policy:

1. The ultimate goal of any board policies is the provision of the best possible educational program for the young people of the community.
2. Basic to the development of board policies is a careful consideration of the purposes of the school.
3. Policies should conform to the basic principle that the proper functions of boards of education are those of policy making and appraisal. The mechanics and details of carrying out policies and dealing with school personnel should be delegated to the superintendent of schools.
4. In developing board policies, the following factors should be considered: The requirements of law and accreditation, the principles involved in sound educational practice, and the customs and traditions of the local community.

¹⁹J. Magoulas, "Why Written School Board Policies are Important," The American School Board Journal 142:11 (March, 1961), citing Reeder.

5. Board policies should be the result of cooperation between the administration and the board of education, and opportunities should be considered for bringing faculty members, patrons and, to some extent, student representatives into the process.

6. Policies should be written in simple, direct language which avoids the heaviness of professional or legal terminology, and which has meaning for teachers, students, patrons and other members of the community.

7. In formulating policies, and over-abundance of details should be avoided and flexibility striven for, so that rigid statements which rule out justice and common sense will not result.

8. The development of policies should not be a hurried affair; time and effort should be allotted in proportion to the importance of the task.

9. Policies should be periodically reviewed in order that changes can be made when policies do not contribute effectively to good school organization and instruction.²⁰

In a doctoral project completed at the University of Denver by Dr. Paul E. Mawhinney, an attempt was made to reduce the imperative areas of school board policies to basic principles. A group of seven, each noted for their outstanding work in the area of written board policies, reviewed the selected principles. Their responses indicated the following eighteen principles do, indeed, undergird school board policy. As reported by Dr. Mawhinney these principles indicate that policy should:

1. Be formulated by representatives of all groups affected by its adoption.

²⁰Paul E. Mawhinney, "Basic Principles for School Board Policy," The American School Board Journal, 147:6 (August, 1963).

2. Be written simply and briefly in broad, positive terms.

3. Be officially adopted by the board, recorded, and notice given to those school personnel and others affected by its adoption.

4. Be reviewed periodically and revised or revoked whenever conditions warrant such action.

5. Be collected, categorized, and codified.

6. Be compatible with the body of extant policy.

7. Indicate practices which are morally defensible.

8. Demonstrate faith in the democratic traditions and processes.

9. Reflect the philosophy of the school system for which it is formulated.

10. Indicate that the most promising educational practices are being followed.

11. Recognize the professional nature of education.

12. Define the qualifications, responsibilities, and privileges of each personnel category.

13. Indicate the educational provisions and regulations for students.

14. Distinguish clearly between board and administrative responsibilities and indicate the board's willingness to act through the executive head of the school system.

15. Define the use of lay participants in the solution of school problems.

16. Qualify the public use of school facilities.

17. Express the board's attitude toward scheduled and open meetings.

18. Be kept within the framework of the state legal code.²¹

These principles provide the board ways of looking at the problem, questions to ask in examining any school policy, and suggestions to stimulate thought in guiding the planning of a set of written policies. Guy Wagner expressed the importance of guidelines when he stated:

It is impressive to realize that every action taken and every decision made by the school board are clearly related to the policies under which the board operates. But, school board members work as part of a team, and any good team must have certain established guidelines within which its decisions and actions take place. Without such guidelines rather than order and progress, disorder, and inefficiency are likely to result.²²

However, it is important to remember that there is no one best way to develop a set of policy statements. Policies do not come ready-made and pattern perfect to fit all school systems, therefore, the individual school policy ideally should be developed district by district. When a policy is so developed, it will reflect the local color and character of the district and will in many ways enhance the strength of the school.

²¹Ibid.

²²Guy W. Wagner, "What Schools are Doing: Board of Education Handbooks," Education, 80:445 (March, 1960).

Actually, the board never stops making, reviewing, and revising its policies. Policy formulation is a continuing process. Whatever the precise procedure, policies should be regarded as a means to more effective board action rather than a device which unduly restricts board deliberations. D. P. Hughes aptly expressed this idea when he said:

The past, the present, and the future are all important in the formulation and updating of policy. All must be weighed carefully, unhurried by, if each policy is to be a tool serving the best interest of the total district--all the children, residents, and taxpayers.²³

In regard to the past, present, and future, the writer feels that it is imperative to point out two guiding principles that certainly merit consideration in the final development of written board policies. The writer feels that it is essential to review past minutes of previous Walthill board of education meetings to see what problems have arisen, how previous boards have met them, and what stated policies might be indicated. What other boards have done as a source for ideas to be drafted into policies adapted to the local situation and its needs should be carefully studied. However, it should be remembered that bodily transplanting another board's policies may not always be good.

In spite of the problems involved and the confusion

²³D. P. Hughes "Revising Board Policies, "The American School Board Journal," 144:16 (June, 1962).

which has existed in the past, there seems to be general agreement that separate development of policies and rules is a desirable practice. Separate development of rules and policies can be very helpful in developing broad policies rather than narrow, restrictive policies. Since policies and rules are almost inseparable, the writer has chosen to use policies and procedures as a manual title rather than policies, rules and regulations. Thusly, the writer hopes to eliminate as much ambiguity as possible in the development of the written policy manual.

CONTENT OF THE BOARD

POLICY MANUAL

With the formulation of a comprehensive, written set of policies, boards of education are equipped with the means to handle recommendations, procedures, and problems systematically and impartially. Through the printed statement of policy, boards and their employees may move forward with confidence in the execution of their respective duties without fear of infringing on the rights of others.

Written policy manuals are of little or no value unless they are read and used. They should be carefully organized and clearly written so that they are easy to read and understand. They should be so arranged that anyone seeking information can quickly find the specific section that applies to his interest.

John W. Gilbaugh states:

To increase efficiency in the administration of the public schools it is necessary to codify the policies of the board of education. Every school employee should be entitled to know the role he is expected to play within the organization in which he works. He should know specifically the nature of his duties and the relationships he is expected to maintain with other certified and non-certified school employees. He can best become oriented if the school's policies and procedures are organized and published and made available to all concerned.²⁴

In 1960 the Joint Committee of the National School Boards Association and National Educational Association strongly urged:

Any board that is in the process of developing a policy manual, or of revising one, to formulate or adopt an outline which groups topics according to major subject-areas. After these major areas are determined, it is then convenient to arrange subtopics in logical sequence within each broad area. Efficient organization will make policy manuals easier to use and this will provide a clearer picture of the aims of the school and its program.²⁵

The conclusion is reached by the writer that there is a definite need for better organization of content.

There appears to be a general consensus as to the topics that should be included in the group of major areas covered. In most cases, related topics are grouped into ten

²⁴John W. Gilbaugh, *The School Board Policy Guide*, (Manhattan: Modern Education Publishers, 1956), p. 1.

²⁵op. cit. p. 10.

major areas similar to the following: Educational Philosophy, School Operation and Program Organization, Board of Education, Administration, Business and Operational Procedures, Certificated Personnel, Non-certificated Personnel, Students, Instruction, and School-Community Relations.

Individual school boards may modify, change, rearrange, or combine parts to suit their own needs. These suggested major areas are a compilation of the best features in many policy manuals studied. Each of these areas is important, especially to the public, and should receive attention in the process of developing written policies.

In a study to determine the organized content most often found in policy manuals, Jimmy Magoulas reports:

There are three unique features of the proposed guide which is organized into ten chapters. First, it covers only school board policies. Rules and regulations, administrative in nature, should be included in a separate publication. The terms policies and rules and regulations are not synonymous. Second, the direct quoting of state laws, when applicable is omitted. References to state laws should be placed in parentheses directly to the right of the board policy. Third, a three-digit system of chapter and section marking is used. The digit to the left of the period indicates the chapter. The two digits to the right of the period indicate the section in the chapter.²⁶

²⁶Jimmy Magoulas, "Content of the Board Policy Handbook," The American School Board Journal, 142:16 (April, 1961).

It is doubtful that any one source in its entirety would have ideally all major areas and subtopics applicable to every school system in written school board policy development. In the study performed by White, it was stated:

No typical pattern was followed in organizing the contents of the manuals. Although there were some similarities, each manual had its own distinctive internal arrangement.²⁷

It is the opinion of the writer that the proposed guide suggested by J. Magoulas is the most complete.²⁸ This is not to say that the guide will be considered to be all inclusive in the development of the policy manual for the Walthill Public School. Major areas and internal content will be included or excluded according to the needs and aims of the Walthill Public School System.

²⁷White, op. cit. p. 24.

²⁸Appendix A, Proposed Guide for Content of the Board Policy Manual.

CHAPTER III

DEVELOPMENT OF THE POLICY AND PROCEDURE MANUAL

There are three unique features in the manual developed by the writer which is organized into nine articles and a statement of Educational Philosophy by the school district. First, the manual covers only school board policies and procedures. The terms rules and regulations are deleted. Second, the direct quoting of Nebraska State School Laws, when applicable is omitted. References to state laws are inserted in parentheses at the appropriate place in the text. Third, a three-digit system of article and section marking is used. The digit to the left of the decimal point indicates the specific article referred too. The two digits to the right of the decimal point indicates the section of the specific article referred too.

EDUCATIONAL PHILOSOPHY

The Board of Education believes that the primary purpose of our schools is to aid in the development of our youth into good citizens.

1. This will involve the acquisition of the basic skills and a background for specialized skills.
2. This will imply a familiarity with the best of past and current cultures and such knowledge as contributes to the primary goals.

3. This will require the cultivation of those attitudes which enable the individual to correlate and to resolve his individual interests with the common good.

4. This will contemplate as the ideal citizen one who approaches every problem of life with an ability to think honestly, constructively, adequately, - an intelligent, moral citizen.

Because we believe in our American democracy, we will aim for an understanding by our pupils of the American way of life as contrasted with other systems. This should result in an enlightened, loyal citizen, ready to support our institutions at every level, eager to contribute in achieving our destiny for an ever better way of life, alert to the increasing challenge facing our nation in international affairs. It is the responsibility of our schools to try to develop each individual to his maximum potential. To do this we must provide him with strong guidance and learning experiences in the building of enduring physical, mental, emotional, social, and spiritual development, happy human relationships, economic efficiency and civic responsibility. Our schools must give attention to the many aspects of human development which contributes to these goals.

ARTICLE I

BOARD OF EDUCATION

LEGAL REFERENCE

By constitutional provision, the state has estab-

lished a Department of Education for the purpose of carrying out the mandate of the Legislature. The general policy of the State of Nebraska has been to leave in the hands of the local districts as much control of the schools as possible. In local school districts, the Board of Education shall represent the people. School boards shall delegate much of their responsibility to executive officers, with the Board of Education retaining legislative and judicial powers. This district shall be designated as the Walthill Public School, District #13, Thurston County, State of Nebraska.

1.01 Selection of the Board

There shall be six members chosen by and from School District #13, Village of Walthill. Members shall be elected at the time of the annual municipal election for a three year term, so that the terms of two members expire each year. Newly elected members shall be seated and assume their duties at the time of the regular May meeting. In case a member resigns or is disqualified by removal from the district or for other causes, his successor shall be chosen by a majority vote of the board in a regular meeting. Said successor shall serve until the next annual meeting. (79-803, 79-803.02, 79-463, 79-464)

1.02 Election of Board Officers

The officers of the Board of Education shall be President, Vice-president, Secretary and Treasurer. The President and Vice-president shall be chosen annually from the membership of the board at the time of the regular monthly meeting in May and shall assume their duties forthwith. The secretary shall be selected by the board at the May meeting, and his compensation agreed upon. (79-808) The city treasurer shall be the treasurer of the district and shall receive such compensation from school funds as permitted

by law. (79-809) The board shall select a Counselor-at-law and fix his salary or fee when such counselor is needed.

1.03 Duties of Board Officers and Clerk

President of the Board. The President shall preside at all meetings, shall decide questions of order in accordance with Robert's Rules of Order, and shall appoint all committees unless otherwise directed by the board. He shall have the right, as other members of the board, to offer resolutions and to discuss questions, and to vote thereon. (79-452, 79-455) The President shall be an ex-officio member of all committees. He shall countersign all orders upon the treasury for money to be disbursed by the district and all warrants on the County Treasurer for money raised for district purposes and name of person to whom issued. It shall be the duty of the President to represent or appear on behalf of the district in all suits brought by or against the same. When so designated, he shall sign all reports, agreements and documents relating to federal aid funds.

Vice-President of the Board. In the absence of the President, the Vice-President shall perform the duties and have the obligations of the President.

Secretary of the Board. The Secretary of the Board shall attend all the meetings of the board and keep a record of the proceedings. He shall be responsible for preserving all records and official papers of the district. He shall furnish each member of the board and the Superintendent of Schools a copy of the minutes of each regular or special meeting. The Secretary of the Board shall draw and sign all orders on the district treasury that have been approved by the Board of Education and warrants on the County Treasurer for funds belonging to the school district. He shall keep a record of all expenditures, shall exercise, by virtue of his office, no administrative responsibility with respect to the schools other than those specifically designated in above statement. He shall prepare the annual statistical report to the County Superintendent as provided by state law. (79-451)

Treasurer of the Board. It shall be the duty of the Treasurer to receive from the County Treasurer all school money apportioned to the district or col-

lected for the same by the County Treasurer and such other funds as may legally belong to the district. He shall pay out the same on warrants signed by the Secretary and countersigned by the President. A complete record of all receipts and their sources and of all warrants issued shall be kept by the Treasurer. The Treasurer shall submit a monthly report to the board showing all receipts and expenditures for the month and the balance on hand. At the end of the fiscal year, the Treasurer shall submit to the auditor selected by the Board of Education, all books, records, orders, vouchers, and cancelled warrants as may be necessary for an effective audit of his accounts. (79-459, 79-460, 79-461)

1.04 Functions of the Board

Legislation. As a law-making body, the board shall be the authority for local school regulation, policy, program and procedure within the framework of the State School Law. The formulation, with school personnel, of general policies and procedures of performance shall be a task of the board within this area.

Compliance. All school board activities under compulsion of the state school authority shall be in this area, including required reports concerning school finances, budget, attendance, personnel employed, school election results, transportation and claims for state aid.

Inspection and Observation. This area shall include activities having to do with the inspection and observation of the school, including its plant, facilities and program. The board represents the state and the community, and the concerns of both for the education, comfort, health, safety and happiness of the school population. Since the board cannot carry on its governing activities ably without acquaintanceship with the school problems, observation, inspection, and evaluation of the work of the schools shall be essential.

Execution. This area shall encompass the relatively few executive activities of the school board, such as the employment of the superintendent and auditors, the receiving of delegations, the handling of petitions and the bonding of school employees.

Operation. The machinery and the process employed in dispatching board business shall be concerns in this area. These activities shall involve the election of board officers, the voting on motions before the board, the recording of board action, the scheduling of meetings and all other activities through which the board attends to its business.

Interpretation. These activities shall concern relations of the school system with the community, the state and school districts. On the one hand, the obligation of the board members shall be to represent the community as its elected spokesman by interpreting community need and desire to the school personnel. On the other hand, the obligation shall be to make an accounting of the schools to the people of the community.

1.05 Meetings of the Board

Regular Meetings. Class III school districts shall hold their meeting on or before the second Monday of each month. (79-805) The presence of four members shall be required for a quorum to transact business. (79-439) All regular meetings shall be open to the public. Absence by a member from three monthly meetings without satisfactory reason for non-attendance shall be cause for the board to request the resignation of such member. All board meetings shall be held in the Superintendent's office or in the Walthill school building.

Special Meetings. Special meetings shall be called by the President upon his own initiative, at the request of any two members of the board or of the Superintendent. Special meetings shall be held as closed sessions if in the opinion of the board the nature of the business to be considered so demands. Notice, stating the time and place of any special meeting and the purpose for which it is called, shall be given each member of the board in advance of the meeting. No business other than that stated in the notice shall be transacted at such meeting.

1.06 Committees of the Board.

The Board of Education shall consider all business

as a committee of the whole. Therefore, there shall be no standing committees except those required by State Law. Committees shall be appointed by the President on or before the next regular meeting after his election. They are: (1) Committee on Americanism (79-213), and (2) hot lunch program committee on reduced price and free meal selection. The board shall appoint such temporary committees from its membership or from outside as conditions require. Such committees shall serve until their purpose has been accomplished and/or they are discharged.

1.07 Order of Business of the Board

At each meeting the business of the board shall be transacted in the following order:

- A. Roll call
- B. Minutes of the Last Meeting
- C. Report of the Treasurer
- D. Unfinished Business
- E. Report of the Superintendent
- F. Comments from Visitors
- G. Communications, Petitions, and Notices
- H. Report of Committee
- I. Other Business
- J. Allowance of Claims
- K. Adjournment

The order of business shall be changed as circumstances require.

1.08 Amendment or Suspension of Board Policy

The Superintendent shall report to the board from time to time on the operation of these policies and procedures and shall be expected to propose any changes he may consider salutary. The Board of Education shall revise and re-evaluate the policy and procedure manual annually.

ARTICLE II

ADMINISTRATIVE ORGANIZATION

2.01 Selection of Superintendent of Schools

Policy. The Board of Education shall select the chief executive officer and support him in the discharge of his duties, in accordance with the purposes, policies, plans, and programs as authorized by the Board of Education. The Superintendent shall be elected by the board for a term not to exceed three years. (79-519)

Procedure. Since this is one of the most important jobs of a Board of Education in determining the educational program of the school, the Board of Education shall proceed systematically in the selection of their Superintendent. The Board of Education shall take its time in the process of selecting a Superintendent. The board shall take sufficient time to search for suitable applicants and consider their qualifications impartially on the basis of merit alone.

2.02 Duties of Superintendent of Schools

Policy. The Superintendent shall be the chief executive officer of the school and shall perform such duties as prescribed by the Board of Education.

Procedure.

Responsibilities. He shall be the chief executive officer of the Board of Education. He shall be responsible for carrying out the policies of the board. He shall prepare the agenda for each meeting, shall attend all meetings except when his contract is being considered and participate in all deliberations of the board when such do not involve his employment. The Superintendent shall administer the school in conformity with the adopted policies of the board, the rules and regulations of the State Department of Education and in accordance with state law.

Supervision. He shall have general supervision over all public schools in the district; their organization, classification, course of study, and the

methods employed in instruction and management. He shall exercise general supervision over all school grounds, buildings, apparatus, libraries and all school property. He shall have coordinating power over all departments.

Appraisal. He shall make a continuous appraisal of all policies originating with the Board of Education and recommend changes or additions which he believes should be adopted.

Selection of Personnel. He shall nominate for election all principals, supervisors, teachers, and other employees and assign them to their various positions and recommend salaries to be paid, subject to the schedule adopted. He shall also recommend the dismissal of teachers and other employees who are found to be unworthy of their positions. He shall have authority to transfer employees, to fill all temporary vacancies and to make such other temporary arrangements relative to the conduct of the schools which he may think proper.

Textbooks and Supplies. The Superintendent shall, with the aid of such professional assistance as may be available, select and recommend for purchase all textbooks, instructional supplies and apparatus to be used in the schools.

Course of Study. He shall, with the aid of such professional assistance as may be available, prepare, develop and revise the course of study.

Budget. The Superintendent shall annually present to the board a proposed budget for school expenditures for the next ensuing fiscal year. The board may modify such budget as it deems best and then shall adopt a proposed budget. The Superintendent shall use this proposed budget as an operating budget in conducting the expenditures of the school during the ensuing fiscal year. Within limits of the monies on hand and that indicated in the proposed budget, the board may revise the operating budget during the year as considered necessary.

Authorized Purchases. Only those items may be purchased from funds belonging to the Board of Education for which funds have been provided in the current budget. If purchases or contracts not covered

by available funds are deemed essential, the board may authorize a transfer of money from reserve or uncommitted funds to cover such expenditures.

Textbooks. Textbooks for use in school subjects shall be approved by the Board of Education. The Superintendent shall make the selection for textbook adoptions. He shall consult teacher committees and obtain all available expert opinion as he can before adoption of a new text. After a textbook has been approved the Superintendent is authorized to purchase the necessary number and to make new purchases of the book from year to year as may be necessary.

Making Purchases. The Superintendent of schools may issue purchase orders covered by the budget. On large items that are under bid of interested suppliers the Superintendent and the board shall determine the bid to be accepted in terms of price, quality of product and service rendered. The board shall consider all items costing over \$300 not included in the budget.

Inventory. The Superintendent shall keep an accurate record of textbooks, library books, movable equipment, including visual education equipment, athletic equipment, music equipment, uniforms, typewriters, and the like. He may require teachers to aid him in maintaining such an inventory. He shall report to the Board of Education losses of equipment and supplies not consumed in the process of use.

Salary Schedules. He shall direct the formulation of and the revision of salary schedules within the financial resources of the community and make recommendations to the board.

Reports to the Board of Education. He shall keep the board informed upon school conditions and needs. He shall submit to the Board of Education at each regular monthly meeting a report setting forth such facts and recommendations relative to important matters of school administration as may seem advisable, accompanying such report, whenever possible by suitable statistical data. He shall prepare, from time to time, bulletins containing school information of interest to the public at large. He shall prepare an annual report embracing such facts as may be of general interest to the community.

Publish School District Claims. The Superintendent of a Class II or Class III school district shall have published in a legal newspaper a list of claims as approved by the Board of Education, setting forth the name of the claimant, the amount and nature of the claim. He shall also have published a concise summary of all proceedings of meetings.

Professional Leadership. The Superintendent is expected to be a student of educational theory and practice. He is expected to acquaint himself with progress being made elsewhere. He shall furnish professional leadership and stimulate industry and enthusiasm among teachers and other employees, keeping the essential aims of education before them.

Improvement of Instruction. The Superintendent shall have charge of the supervision of instruction. He shall visit each classroom as often as possible, observing the work of both teachers and pupils, and making such suggestions to either as will promote the interest of the school. He shall, in every way possible, aid, counsel, and encourage the teachers in their work. He shall meet the teachers as often as he shall deem necessary for the purpose of discussing methods of instruction and management.

School Construction. Whenever necessary he shall assemble the data, develop and recommend a building program, and act as educational advisor to the architect in the preparation of plans and specifications for construction of new buildings and additions.

Interpretation of Policies. The Superintendent shall have discretionary power to adopt such measures as he may deem necessary to give force and effect to the policies of the board or to get described improvements in the schools.

School District Boundaries. The Superintendent shall have power to prescribe the boundaries for the several grades and schools within the district. When circumstances may require, he shall have power to authorize the transfer of pupils from one school to another.

Communications from Employees. All communications or reports to the board, or to any committee of the board from principals, supervisors, teachers,

or other employees, shall be submitted through the Superintendent of schools. Nothing in this paragraph, however, shall be construed as denying the right of any important matter provided the Superintendent shall have been served with notice of the appeal.

Business Management. He shall direct the auditing of claims for payment, and will be responsible for the business management of the system.

Assistants. With the approval of the board, he shall recommend the appointment and outline the duties of specialists to assist with such responsibilities as building operation and maintenance, curriculum construction, research, public relations, physical education, professional growth, audio-visual education, adult education and special education. All such appointees will be directly responsible to the Superintendent.

Statistical Information. His office shall prepare a substitute list of teachers, and will be responsible for assigning them when needed and for keeping a record of causes of teacher absences. His records shall be sufficiently complete to make studies and reports of accidents, and of statistical data required for federal, state and county reports.

Resignations. Shall be sent to the Board of Education through the Superintendent not less than thirty days before the date effective, except in case of sickness or other serious emergency. In attempting to be fair to the children of the district, as well as to the teacher, this general policy shall be followed. It is expected that all teachers will conform to the terms of the contract after signing. Releases may be granted during the months of April and May, while suitable replacements are available. During the month of June, a release shall be granted only after a suitable replacement has been secured. In most cases a suitable replacement cannot be secured during the months of July and August, but if a replacement can be secured, the release shall be granted.

2.03 School Board-Superintendent-Teacher Relationships

Policy. Through harmony lies the hope of the community for more effective teamwork, necessary for the fulfillment of obligations implicit in the

purpose of education, therefore, the Board of Education shall establish a clear and harmonious working relationship with the professional staff of the school.

Procedure.

For the School Board. The board shall compile and make available to the staff a statement of its policies related to personnel matters, establish a regularized procedure for the handling of grievances and for appeals against adverse decisions by the Superintendent, give to those affected by it a voice in the development of personnel policy and shall sincerely and seriously take these views into consideration, and make effective provision for the free flow of information between the Board of Education and the teaching staff through the Superintendent's office.

For the Superintendent. The Superintendent shall keep the board informed of any conditions in the school related to personnel matters which may require corrective measures and shall advise the board in the development of desirable personnel policies, keep the staff informed of all board action related to personnel matters, including both legislation enacted and that proposed for consideration, and act promptly and in good faith in all grievance matters, advising the board and staff on their rights and the proper procedures.

For the Teaching Staff. Teachers shall have the right and obligation to inform administrative officers of circumstances related to working conditions which may impair the effective performance of their duties and they shall discharge this obligation in a responsible and constructive manner, and carry their grievances and requests for improvement of conditions under which they work through proper channels, keeping always in mind that tension and conflict in the school tend to affect adversely the education of pupils.

2.04 Administrative Departments

Principal.

Policy. The principal shall have a Master's degree from an accredited institution with special training

in administration and supervision, and at least three years of successful teaching experience.

Procedure.

Responsibility. The principal shall be the educational leader of the school to which he or she is assigned. The principal shall be expected to be a student of educational matters and community needs. He shall cooperate with the administration in carrying out the general policies adopted.

Authority. The principal shall be under the general direction of the superintendent, the supervision of pupils shall be under the principal's direction in the building over which he or she presides. The principal shall have immediate oversight of the school building, grounds, equipment and supplies. He shall be responsible for discipline maintained. The principal shall have the authority to assign duties to teachers and custodians and make minor regulations for the building which may be necessary to carry out the intent of these paragraphs.

Supervision. The principal shall be responsible for the supervision of instruction to such an extent as may be prescribed by the superintendent.

Meetings. The principal shall meet the teachers of the building from time to time for such professional study as may be decided upon and also to discuss with his teachers such matters as pertain to the welfare of his building or the school system in general.

Fire Drills. There shall be fire drills at least once each month during the school year. The principal shall keep a record of such drills and make the appropriate report to the superintendent on a monthly basis.

Assignment of Pupils. The principal shall determine the grade placement and assign all new pupils to their proper room or classes, and shall recommend to the superintendent all special cases of promotion.

Suspension of Pupils. The principal shall have the authority to suspend pupils temporarily for gross misdemeanors, immorality, persistent disobedience,

or for violation of the policies and procedures established by the Board of Education.

Cumulative Records. The principal shall cause to be kept, such permanent and cumulative records as may be prescribed and shall promptly furnish or cause to be furnished such reports and other information as may be prescribed or required by the superintendent.

Director of Guidance.

Policy. The director of guidance shall have at least the minimum preparation from an accredited institution with special training in guidance and counseling as specified in the rules and regulations for accreditation by the Nebraska State Department of Education.

Procedure.

Responsibility. The director of guidance shall be directly responsible to the principal. He shall work cooperatively with teachers and pupils. The director of guidance shall be expected to be knowledgeable in the area of curriculum. He shall aid in revising curriculum in accordance with the needs of pupils. He shall assist the principal and classroom teachers with parent conferences.

Cumulative Records. The director of guidance shall keep all permanent and cumulative records as may be prescribed and shall promptly furnish such reports and other information as may be prescribed by the principal and/or the superintendent.

Pupils. The director of guidance shall be knowledgeable in the area of vocational and occupational information and shall assist pupils in these areas. He shall assist pupils with personal problems pertaining to educational matters and shall help pupils make necessary adjustments in their behavior.

Testing. The director of guidance shall be responsible for the school testing program. He shall make recommendations to the administration in regards to the securing of appropriate tests. The guidance director shall administer and supervise the testing program and shall be responsible for the interpretation of scores to students and parents.

Teachers. The director of guidance shall conduct an in-service program each year to inform the instructional staff of the services that the guidance department has to offer, its role and functions. The director of guidance shall release test scores to authorized personnel only.

ARTICLE III

INSTRUCTIONAL PERSONNEL

3.01 Selection of Instructional Personnel

Policy. The superintendent of schools shall be responsible for the selection of instructional personnel. No vacancy shall be filled without the superintendent's recommendation.

Procedure. The superintendent and principal, together, shall determine the job description and qualifications for each vacancy on the staff. The superintendent shall perform the following duties in the instructional personnel selection:

(1) advertise vacancies (2) develop a special file for each applicant (3) evaluate and screen all applicants (4) request a person interview and visitation of the school (5) submit eligible applicants to the board for hiring.

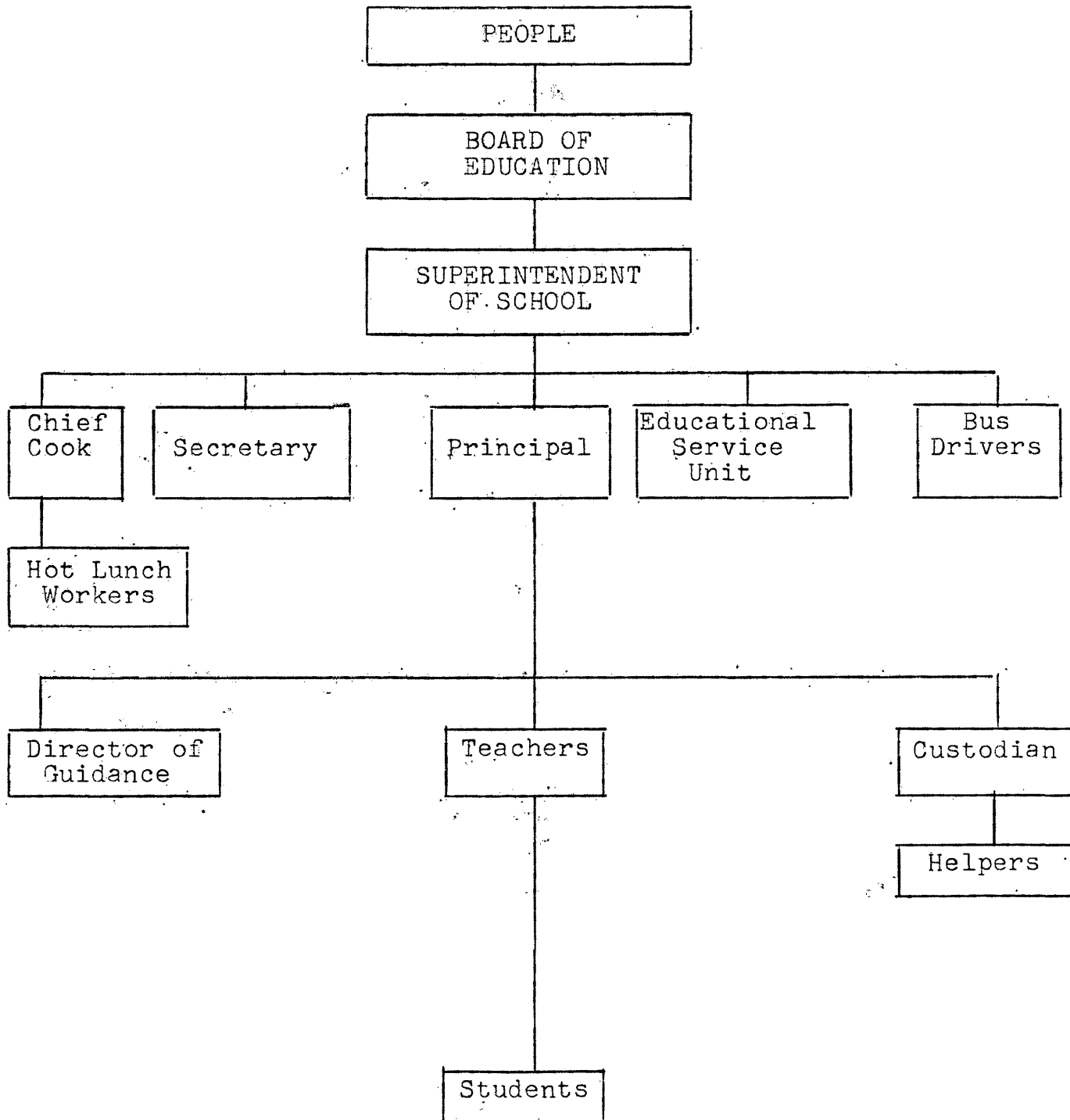
3.02 Professional Qualifications of Instructional Personnel

Policy. Instructional personnel shall hold a valid Nebraska Teachers Certificate of proper class. (79-1247.03 to 79-1247.14)

3.03 Contract for Instructional Personnel

Policy. The original contract for instructional personnel in a class III district shall require the sanction of a majority of the members of the board. Teachers' contracts are deemed renewed and shall remain in force until a majority of the board vote, on or before April 1, to terminate the contract at the close of the contract period or until the contract is replaced by a new contract mutually agreed upon. (79.1254)

2.05 Administrative Organization Chart



3.04 Placement of Instructional Personnel

Policy. The superintendent shall be responsible for the placement of instructional personnel with the assistance of the principal.

Procedure. The superintendent shall make such placements as are in his professional judgment necessary to secure the highest efficiency of the entire instructional staff. The superintendent shall follow the rules and regulations of accreditation as stated by the Nebraska State Department of Education when placing instructional personnel. Placements shall, in so far as possible, provide for equitable and fair distribution of duties, teaching load, and other responsibilities, except for personnel whose contract as basis of employment indicate special duties and load.

3.05 Duties and Responsibilities of Instructional Personnel

Policy. The primary responsibility of all instructional personnel shall be to instruct the children entrusted to their care. This responsibility shall be carried out to the best of their ability, in accordance with the educational policies of the district. Extra duties, such as supervision of halls, playground, and lunchroom, shall be assigned by the principal on a rotational and equitable basis. Other out of class responsibilities shall be assigned after a consultation between the principal and the teacher involved.

Procedure. A policy and procedure manual shall be issued to instructional personnel upon employment to read thoroughly. As to the assignment of extra duties, consideration shall be given to the teacher's personality and qualifications. Teachers new to the system shall not have as many responsibilities as the experienced teacher who has established his or her routine. It shall be the principal's responsibility to assign the teacher to the appropriate achievement level group.

3.06 Transfer of Instructional Personnel

Policy. Transfer of instructional personnel to other assignments shall be granted providing such a vacancy exists, that the teacher is qualified to

fill the vacancy. The superintendent shall be responsible for all transfers.

Procedure. A written request shall be submitted to the superintendent by February 1 of the current school year. The superintendent shall notify the teacher of action taken by April 15.

3.07 Supervision of Instructional Personnel

Policy. Supervision of instructional personnel shall be the responsibility of the principal with the assistance of the superintendent.

Procedure. The principal, with the assistance of the superintendent, shall supervise the duties and responsibilities of instructional personnel. Instructional personnel interviews shall be scheduled periodically by the principal in order to discuss educational matters of the school.

3.08 Evaluation of Instructional Personnel

Policy. It shall be the responsibility of the superintendent and principal, cooperatively, for the evaluation of instructional personnel.

Procedure. Instructional personnel shall be observed continuously by the principal in regards to the performance of their duties and responsibilities. The principal and superintendent shall discuss with instructional personnel their performance of the job.

3.09 Professional Conduct of Instructional Personnel

Policy. Teachers shall, at all times, bear in mind the supreme importance of loyalty to the school and its constituted authorities.

Procedure. If there is cause for criticism or complaint, the teacher shall go to the principal or the superintendent in that order, where the grievance shall receive due consideration.

3.10 Length of Working Day for Instructional Personnel

Policy. Instructional personnel shall be required to arrive at the school building not later than thirty

minutes before school opens in the morning and shall remain until thirty minutes after school closes for the day. (When necessary, occasionally a teacher may leave earlier, permission shall be secured from the principal or superintendent).

3.11 Absences during Working Day for Instructional Personnel

Policy. Absences during the working day for instructional personnel shall result in a deduction of salary not to exceed 1/180 of the annual salary for each day absent. The Board of Education recognizes jury duty as a civic responsibility, therefore, if any employee is called for jury duty the Board of Education shall compensate the employee to the amount of the difference between juror pay and the employees' regular pay.

Procedure. Instructional personnel shall notify the administration in advance when not reporting for work so a substitute teacher can be located. Abuse of absences shall result in disciplinary action by the superintendent of schools.

3.12 Tenure of Instructional Personnel

Policy. By Nebraska State School Law tenure, as such, shall not apply to Class III school districts.

3.13 Salary Schedule for Instructional Personnel

Policy. A salary schedule shall be adopted each school year for the following school year. The Board of Education shall attempt to keep salaries in line with salaries paid schools of comparable size. Substitute teachers shall be paid at the rate of twenty dollars per day.

Procedure. The Board of Education shall recognize a committee selected by the instructional staff to meet and confer with reference to matters of employee relations, in this instance salary schedule matters.

3.14 Sick Leave for Instructional Personnel

Policy. Instructional personnel shall be allowed five days of absence during the school year for personal illness without loss in pay. The unused portion of the allowable sick leave shall be accumulated to twenty days.

Procedure. In case of illness, the superintendent or principal shall be notified immediately. Substitute teachers shall be provided by the Administration.

3.15 Maternity Leave for Instructional Personnel

Policy. The Board of Education shall not grant maternity leave to instructional personnel. Exceptions shall be considered by the Board of Education only in special cases. In the case of pregnancy, instructional personnel shall be requested to resign at the end of the semester after pregnancy occurs, or at least five months before the expected birth of the child.

Procedure. In special cases, requests shall be submitted to the superintendent in sufficient time so that board action may be taken. All cases shall be considered on an individual basis. In the case of pregnancy, the teacher shall work with the administration in establishing the date of resignation.

3.16 Personal Leave for Instructional Personnel

Policy. Instructional personnel shall be granted personal leave only in the case of death in the immediate family. Each shall reduce sick leave days by one, the number of accumulated.

Procedure. The superintendent or principal shall be notified immediately so that a substitute can be obtained.

3.17 Vacation and Holidays for Instructional Personnel

Policy. Instructional personnel shall have all vacations and holidays as designated by the official school calendar adopted by the Board of Education.

Procedure. The official school calendar shall be made up in consultation with instructional personnel and submitted for approval by the Board of Education.

3.18 Retirement for Instructional Personnel

Policy. Three and one-half per cent, (.035) of the salary of all instructional personnel shall be withheld for the Nebraska State School Retirement Fund. (79-1509, 79-1510)

3.19 Inservice Education for Instructional Personnel

Policy. Instructional personnel shall participate in the school inservice program. The principal, with the assistance of the superintendent, shall be responsible for inservice education.

Procedure. The inservice education program shall be scheduled by the principal. Inservice education shall pertain to educational programs and matters of the school. Instructional personnel shall have a voice in the development of the inservice program.

3.20 Graduate Study Leave for Instructional Personnel

Policy. Instructional personnel shall be granted a leave of absence without compensation for graduate study by the Board of Education. The leave granted shall not exceed one year.

Procedure. Instructional personnel granted such a leave shall be expected to return to service with the Board of Education. Upon return to service the employee shall be given credit for prior years experience and be restored to his former position or to a position which the superintendent of schools determines necessary.

3.21 Dismissal Procedure for Instructional Personnel

Policy. Instructional personnel shall be denied a new contract or dismissed for incompetence (physical, mental, or professional), moral delinquency, and/or insubordination.

Procedure. Instructional personnel accused of incompetence, moral delinquency, and/or insubordination shall be served with written charges and may request a hearing before the board, at which hearing the teacher may have the benefit of counsel and witnesses.

3.22 Termination of Contracts of Instructional Personnel

Policy. Instructional personnel shall terminate their contract, if such contract, is not returned to the superintendent in the prescribed time. Instructional personnel shall submit resignations to the Board of Education through the superintendent

not less than sixty days before the effective date, except in cases of sickness or other serious emergency.

Procedure. Resignations shall be in writing submitted to the secretary of the board through the superintendent. Instructional personnel wishing to terminate their employment with the school district shall inform the superintendent so a replacement may be hired.

3.23 Complaint and Communication Procedure

Policy. Instructional personnel who feel that they have just complaints or grievances shall state their complaints or grievances in writing within days of the time they feel the injustice (s) has occurred.

Procedure. Complaints or grievances shall be submitted through the principal to the superintendent and through the superintendent to the Board of Education, if necessary, to dissolve the complaint or grievance.

ARTICLE IV

NONINSTRUCTIONAL PERSONNEL

4.01 Noninstructional Personnel Defined

Policy. Noninstructional personnel shall be defined as those employees who do not require Nebraska State certification to perform their duties.

4.02 Selection of Noninstructional Personnel

Policy. The Board of Education shall select non-instructional personnel on the basis of merit and personal qualifications, pertinent to performance of the job.

Procedure. The superintendent shall be responsible for evaluating all noninstructional personnel. In the case of new applicants, the superintendent shall evaluate each applicant's credentials and present them to the board with recommendations for hiring.

4.03 Assignment of Noninstructional Personnel

Policy. The superintendent shall assign non-instructional personnel to the position best suited to their personal qualifications.

Procedure. Evaluation of the employee's credentials shall be performed by the superintendent with the assistance of the principal. A personal interview shall be required before an employee or applicant is offered a contract for employment.

4.04 Duties and Responsibilities of Noninstructional Personnel

Secretary. The secretary shall perform all clerical duties as prescribed by the superintendent. She shall be responsible for the financial accounting of all income and expenditures for all federal programs, the student activities fund, and the hot lunch program.

Custodian. The custodian shall be responsible for the general maintenance and cleanliness of the school building. He shall be responsible to the superintendent of schools and under the direct supervision of the principal. He shall keep a running inventory of the supplies on hand.

Bus Drivers. The bus drivers shall exercise reasonable control over his passengers and shall report promptly to the superintendent any lack of cooperation. The bus drivers shall be specifically approved annually by the board, shall be insured, and meet any other requirements provided by law. The bus drivers shall report immediately to the superintendent any needed service or repairs which are in his opinion needed.

Food Service Employees. The head cook shall be responsible to the superintendent of schools for the operation of the Hot Lunch Program. This responsibility includes procurement of food supplies, supervision of food preparation, sanitation conditions in the kitchen, and the purchasing of all kitchen supplies. The head cook shall supervise and assign all assistants employed in the Hot Lunch Program. The head cook will confer with the principal on matters pertaining to the operation of the lunch program.

4.05 Length of Working Day for Noninstructional Personnel

Policy. The regular work day for the noninstructional staff shall be assigned by the superintendent of schools.

Procedure. Do to the nature of the different noninstructional staff jobs, the regular work day shall consist of different time periods. However, an eight hour day, five days per week shall be considered a regular work week for full-time employees. The hours shall be arranged by the superintendent for part-time employees. The custodian shall be the only exception. The number of hours per week shall vary, however, wages shall be in line with the minimum wage law.

4.06 Salary Schedule for Noninstructional Personnel

Policy. Noninstructional personnel shall be hired on a monthly basis at a salary agreed upon by the Board of Education.

Procedure. Noninstructional personnel salaries shall be negotiated each spring in order to arrive at a fair and just salary for the following contract year. The superintendent shall hold the capacity of advisor during the negotiation period.

4.07 Sick Leave for Noninstructional Personnel

Policy. The same provisions for sick leave shall apply to noninstructional personnel as apply to instructional personnel. Part-time employees shall not be covered under this section.

4.08 Vacation and Holidays for Noninstructional Personnel

Policy. Noninstructional personnel serving on a twelve-month basis shall be entitled to two weeks paid vacation upon completion of one year of work. Other noninstructional personnel shall have vacation periods that coincide with instructional staff. All noninstructional personnel shall have national holidays off as determined by the Board of Education.

4.09 Retirement for Noninstructional Personnel

Policy. All noninstructional personnel employed

on a full-time basis shall belong to the Nebraska Retirement Program unless they request nonmembership at the beginning of their employment. (79-1501 to 1554)

ARTICLE V

INSTRUCTIONAL PROGRAM

5.01 Program of Instruction - Organization

Policy. The elementary school shall be kindergarten through sixth grade, inclusive. The secondary school shall be grade seven through grade twelve, inclusive.

5.02 Program of Instruction - Elementary

Policy. The elementary instructional program shall be consistent with the rules and regulations as specified by the Nebraska State Accreditation Department.

Procedure. The school shall endeavor to maintain an elementary instructional program in accordance with the philosophy of the school. The principal shall be responsible for the instructional program. The instructional staff shall be knowledgeable in regard to the rules and regulations of state accreditation.

5.03 Program of Instruction - Secondary

Policy. The secondary instructional program shall be consistent with the rules and regulations as specified by the Nebraska State Accreditation Department.

Procedure. The school shall endeavor to maintain a secondary instructional program in accordance with the philosophy of the school. The principal shall be responsible for the instructional program. The instructional staff shall be knowledgeable in regards to the rules and regulations of state accreditation. Teachers shall assist the principal in evaluating the instructional program annually.

5.04 Guidance Service

Policy. The director of guidance shall be responsible for the guidance program. Guidance services

shall be provided for all students in the school system.

Procedure. Teachers shall refer all students who need assistance in this area to the guidance department. The guidance program shall provide testing services for all pupils. The guidance program shall assist in pupil enrollment and developing the school master schedule. The guidance counselor shall assist teachers in their dealings with pupils. Vocational and occupational services shall be provided.

5.05 Selection and Adoption of Textbooks

Policy. Selection and adoption of textbooks shall be a function of the instructional staff and the principal. All matters relating to curriculum and courses of study shall be the responsibility of the superintendent and under his direct supervision.

Procedure. Course of study committees shall be formed by the instructional staff to evaluate the present curriculum and courses of study. The principal and superintendent shall be ex-officio members of all committees to evaluate the curriculum. Teachers shall make recommendations to the administration and the Board of Education.

5.06 Field Trips and Excursions

Policy. Field trips and excursions shall be planned as an integral part of the classroom activity. All field trips must be approved by the principal in advance. Trips requiring transportation shall be by bus unless otherwise approved by the superintendent of schools.

Procedure. Instructional staff members shall clear field trips and excursions thirty days in advance so that bus usage may be scheduled. Planned field trips and excursions shall be placed on the school calendar. The principal shall place the event on the calendar upon the approval of the superintendent so that bus conflicts do not arise.

5.07 Instructional Materials

Policy. Instructional materials essential to course of study implementation by the instructional staff

shall be furnished by the Board of Education.

Procedure. The instructional staff shall have access to instructional materials in the school supply and storage room. Instructional staff members shall check-out and keep a record of all instructional materials used for purchasing purposes.

5.08 School Records and Reports

Policy. Teachers shall keep such records and make such reports as may be required by the principal or the superintendent.

Procedure. The instructional staff shall keep an accurate record of attendance, grades, and lesson plans. Attendance and grades shall be submitted to the principal at the end of each grading period. Lesson plans shall be turned in each Friday. Teachers shall keep a record of all lesson plan adjustments in their classrooms.

5.09 Money Drives and Contests

Policy. Money drives and contests shall not be permitted in the schools, except by special authorization of the superintendent.

Procedure. Class sponsors or organization sponsors shall request permission to have a money drive or contest thirty days prior to the event. Permission shall be obtained by requesting through the proper channels, principal and superintendent in that order.

5.10 Evaluation of Instructional Program

Policy. The instructional staff shall participate in the evaluation of the instructional program. The principal shall be the evaluation leader and shall be responsible to the superintendent of schools.

Procedure. The instructional staff shall form committees under the directorship of the principal. They shall evaluate and investigate current textbooks and instructional materials for classroom use in order to accomplish the goals of the school. They shall make recommendations to the superintendent of schools. The superintendent shall meet periodically with all committees to investigate progress made.

Laymen and community source persons shall be used as requested by the Board of Education for curriculum suggestions. The superintendent shall make the final decision in all curriculum matters.

ARTICLE VI

PUPIL PERSONNEL ADMINISTRATION

6.01 Admission of Pupils

Policy. Admission of resident and nonresident pupils shall be consistent with Nebraska School Law. (79-444) (79-445)

Procedure. The principal shall be responsible for the admission of all pupils in compliance and accordance with Nebraska School Laws. The principal shall be responsible for securing student accumulative record books from all schools when a new pupil enters school. Questionable transfer pupils shall be referred to the superintendent of schools.

6.02 Assignment of Pupils

Policy. Pupils shall enter such classes as the principal of the school shall direct.

Procedure. A transcript of credits shall be evaluated by the guidance counselor before assigning pupils when they are entering the school for the first time. Other students shall be assigned according to their past performance and teacher recommendation. Parental and student requests shall be considered.

6.03 Classification of Pupils

Policy. The principal shall determine the grade placement of all pupils.

Procedure. Pupils shall be classified according to their academic record. Maturation, attitude, and ability (based on standardized test scores) shall be considered before classification of a pupil. All efforts shall be made to eliminate discriminatory placement.

6.04 Attendance of Pupils

Policy. All pupils between the ages of seven and sixteen, inclusive, shall attend school. (79-201)

Procedure. All parents or guardians shall be reported to the County Superintendent by the superintendent of schools if truancy persists. A truant officer shall be directed by the superintendent to investigate truancy.

6.05 Promotion and Retention of Pupils

Policy. Promotion and retention of pupils shall be the responsibility of the principal. The Board of Education shall support the principal in this professional duty.

Procedure. Recommendations for promotion and retention shall be initiated by the teachers, and shall be submitted to the principal for approval. The principal, guidance counselor, and teachers shall decide together those pupils to be retained. They shall base their decision in the best interest of the individual child. Parents shall be consulted and well-informed where retention is advisable. The principal shall make the final decision when agreement can not be reached between parents and the professional staff. The principal shall recommend to the superintendent all special cases of promotion.

6.06 Suspension and Expulsion

Policy. Suspension of a pupil or pupils shall be the responsibility of the principal. Expulsion of a pupil or pupils from school shall be under the authority of the Board of Education. (79-449)

Procedure. A pupil or pupils shall be suspended for a short period of time in order to arrange for parental conference or adjustment which appears necessary in the case. In the case of expulsion, the superintendent shall arrange a conference between the parents and the Board of Education to determine the course of action to be taken.

6.07 Supervision for Pupil Safety and Protection

Policy. Pupils shall be supervised by a member of

the professional staff at all times, regardless of the nature of the school activity.

Procedure. Pupil safety and protection is the responsibility of the principal. He shall assign a professional staff member or members to each school activity. Building and grounds supervision is the responsibility of all the employees of the school district. All incidents detrimental to pupil safety and protection shall be reported to the principal.

6.08 Admission to Special Classes

Policy. The principal shall be responsible for the assignment of all pupils to special classes.

Procedure. The assignment of pupils to special classes shall be a cooperative professional staff function to those directly involved. A parent-staff conference shall be scheduled so that parents may be consulted. The best interests of the child and the school shall be the criteria for admission.

6.09 Approved Pupil Organizations and Activities

Policy. Pupil organizations and activities of the Walthill Public School shall be the responsibility of the principal. All organizations and activities shall be approved by the Board of Education.

Procedure. All requests for new pupil organizations and activities shall be made to the superintendent of schools for review. The superintendent shall present all requests to the Board of Education, if the organizations and activities are in the best interests of the pupils and the school, for their approval.

6.10 Eligibility for Student Organizations and Activities

Policy. Eligibility shall be determined by following the rules for eligibility as set down by the Nebraska School Activities Association for athletics.

Procedure. The principal shall be responsible for the eligibility of all pupils involved in student organizations and activities. Progress reports shall be given to the principal periodically on all participants. When eligibility is questionable, the

Nebraska School Activities Association shall be consulted so that an interpretation can be given.

ARTICLE VII

AUXILIARY SERVICES

7.01 School Health Program

Policy. School Health services shall be provided by Educational Service Unit #1 by an annual contractual agreement. The cost of this health service, if any, shall be paid by the individual students and faculty members.

Procedure. A registered nurse shall visit the school periodically or upon request. The nurse shall give physical examinations each fall term to all students. The nurse shall refer all students needing medical attention to the principal.

7.02 School Lunch Program

Policy. The school hot lunch program shall be available to all students. Reduced price and free meals shall be awarded to students who are determined to be in need of such reduced price or free meals. The cost per meal shall be determined by the Board of Education.

Procedure. A committee of three shall be appointed by the President of the Board of Education (two board members and the superintendent of schools) to evaluate all requests for reduced price or free meals. Guidelines as set down by the Office of Equal Opportunities shall be used to assist in the evaluation.

7.03 School Transportation Program

Policy. The Board of Education shall provide bus service to all school district pupils residing outside the Village of Walthill. School transportation services shall be provided for those rural school districts contracting with District #13.

Procedure. The superintendent of schools shall be responsible for the school transportation program.

He shall program all routes in order to service all pupils in the district and those contracted. If for any reason bus service can not be provided, the Board of Education will designate the amount of mileage to be paid individuals. The amount to be charged to contracting districts will be determined annually according to per pupil costs of the preceding fiscal year. When inclement weather conditions exist, buses shall travel only those roads suitable for travel. Safety of the pupil shall be the board's first consideration.

ARTICLE VIII

FINANCIAL AND BUSINESS MANAGEMENT

8.01 Budgetary Procedures

Policy. The annual meeting of the Board of Education for consideration of the yearly budget shall take place on or before the second Monday in June. The final adoption shall take place not later than the regular Board of Education meeting in July.

Procedure. The superintendent shall present annually at the April meeting of the board a detailed budget for the ensuing year, including estimated income and expenditures. Said budget shall be considered by the board with suggestions for alterations and provisions made for public hearing and publication of same. The budget, when adopted, shall be the financial plan for the year. Monthly statements shall be rendered to the board by the secretary showing the amount allotted under each major division, amount spent to date, and balance available. Any transfer from one division to another or expenditure beyond the amount budgeted shall be by action of the board.

8.02 Maintenance of School Property

Policy. The superintendent shall be responsible for maintenance of the school plant and report to the board all major alterations, improvements, or expansions he may deem necessary.

Procedure. Upon authorization by the board, the superintendent shall proceed to effectuate all alter-

ations and improvements. The superintendent shall keep accurate record of textbooks, library books, movable equipment, including visual education equipment, athletic equipment, music equipment, uniforms, typewriters and the like. The inventory shall be presented to the board at the time the budget is being considered.

8.03 Purchasing of School Materials

Policy. For items not specifically covered by the budget, the superintendent may issue orders for items costing less than \$300.00. Purchases aggregating more than \$300.00 shall be brought before the Board of Education for approval.

Procedure. In the case of bids from interested suppliers, the Board of Education shall review the bids and award the order to lowest bidder. The board shall determine the bid to be accepted in terms of price, quality of product, and service rendered. Textbook orders shall be considered an exception and the superintendent shall have authority to purchase the required number of textbooks.

8.04 Expenditures and Financial Records

Policy. The journal of receipts and expenditures shall be kept current and in accordance with Nebraska State School Law.

Procedure. All bills, properly verified by the superintendent, shall be submitted at the regular meeting, and upon authorization of the Secretary of the Board shall draw a warrant upon the treasury for their payment. Such warrant shall bear the signature of the President, Secretary, and school district treasurer.

8.05 Auditing of School Accounts

Policy. At the conclusion of the fiscal year the auditor selected by the Board of Education shall audit all accounts, vouchers, cancelled warrants, etc., including federal programs and the student activities fund.

Procedure. The superintendent shall be responsible for securing reputable audit companies interested in

contracting with the school district to provide this service. The board shall review all offers and direct the superintendent to notify the company chosen.

8.06 School Activity Funds

Policy. Funds of all activities or organizations shall be submitted to the high school bookkeeper who shall deposit them under the title of "Walthill School Activity Fund". The funds shall be banked in the local bank and record thereof kept by the secretary.

Procedure. The school activity fund shall be under the immediate supervision of the high school principal. The high school principal shall sign all checks in payment of bills properly certified to him by the sponsors of the high school activities or organizations. All money received shall be receipted. Each organization shall have its own treasurer who shall keep a record of dues and other receipts and expenditures, and shall verify his accounts by checking with the high school bookkeeper at least once each semester. Monthly financial reports shall be submitted to the superintendent showing receipts, expenditures, balance, and cash on hand.

8.07 Leaving Money and Personal Valuables in School Buildings

Policy. All money and personal valuables shall be stored in the school building safe. It shall be the general policy of all school buildings to minimize storage of money and personal valuables.

Procedure. All money shall be deposited on Monday, Wednesday, and Friday. Personal valuables shall be picked up each day.

ARTICLE IX

SCHOOL-COMMUNITY RELATIONS

9.01 Community Use of School Facilities

Policy. Non-school groups shall be eligible to use the school facilities and equipment whenever such use does not interfere with the normal and usual work of the school. Since public agencies may not

further any religious groups under the State Constitution, Church and religious groups as such shall not use any facilities or equipment belonging to the public schools.

Procedure. Organizations wishing to use the school facilities shall make a request to the superintendent of schools. The board reserves the right to accept or reject any or all of the requests for use of the school facilities and equipment. Persons or organizations using school facilities shall leave the facilities in the same condition as they found them. Facilities shall be cleaned and all broken equipment and/or missing equipment and supplies shall be replaced by the non-school group.

9.02 Restricted Uses of School Facilities

Policy. Activities sponsored by non-school groups shall be in the best interests of the community. Equipment and materials that are an integral part of the school program or curriculum shall not be eligible for use.

Procedure. No activity or entertainment shall be presented in school facilities of a lewd or morally objectionable nature or which advocates or favors unlawful violence or rebellion against citizens of the United States. The superintendent shall be responsible for evaluating restricted uses of the school facilities.

9.03 Interpreting School Activities

Policy. Interpretation of all school activities to the community shall be the responsibility of the superintendent.

Procedure. Information concerning school events shall always be carried in the local press. Likewise, general plans for the improvement and/or expansion of the school program shall appear in the press. News releases, letters to parents, and special reports shall emanate from the superintendent's office as the need arises

9.04 Selling and Advertising on School Property

Policy. Selling and advertising for any purposes

shall not be permitted in or on school property.

Procedure. Employees noticing any violation of this policy shall report such offense to the principal at once. The principal shall notify the superintendent of such violations immediately if they become a serious problem or interfere with normal operation of the plant.

9.05 Hearing Citizen Complaints

Policy. School patrons having complaints regarding school matters shall first discuss their complaint with the teacher, principal, and superintendent in the order named before bringing such matters to the Board of Education for action.

Procedure. School patrons having complaints regarding school matters shall call the school secretary to arrange for a patron-teacher, patron-principal, or patron-superintendent conference in that order named for a meeting (time and place) convenient to both parties. Preferably these appointments shall be arranged after school. Patrons requesting to appear before the Board of Education shall submit a written request to the superintendent of schools two weeks prior to the next monthly meeting.

9.06 Relations with School-Connected Organizations

Policy. School-connected organizations sponsored by the school shall use the school for meetings upon approval of the superintendent.

Procedure. All meetings shall be scheduled through the office of the superintendent and placed on the school calendar. Custodial service for cleaning and utilities as needed shall be furnished by the school.

9.07 Relations with Citizen Committees

Policy. Citizen committees shall be recognized by the Board of Education when dealing with problems related to the school program.

Procedure. Citizen committees shall notify the superintendent when they request a hearing with the Board of Education. A two week period shall be given before such a hearing.

CHAPTER IV

SUMMARY AND CONCLUSIONS

The purpose of this study was to develop a satisfactory, workable and understandable set of policies and procedures for the Walthill Public School System.

While policy manuals need to be hand tailored to fit specific situations, the topics treated in the writer's policy and procedure manual may be of assistance to school boards in developing their manuals. These topics constitute a basic outline of areas that a number of school systems have considered as important aspects of manuals. From the writer's policy and procedure manual, adaptations may be made to meet individual school system requirements.

The writer has attempted to separate policy from procedure, when applicable, by definition throughout the manual. This approach was different from all other manuals studied and reviewed by the writer. It was the writer's intention to simplify and clarify the policy and procedure manual so that employees would find it more workable and understandable.

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200

APPENDIX

APPENDIX A

SCHOOL BOARD POLICY

Preface
Chapter 1
SCHOOL BOARD
Legal Ref.

Section

- 1.01 Selection of the Board
- 1.02 Functions of the Board
- 1.03 Election of Board Officers and Clerk
- 1.04 Duties of Board Officers and Clerk
- 1.05 Regular Meetings of the Board
- 1.06 Special Meetings of the Board
- 1.07 Committees of the Board
- 1.08 Order of Business of the Board
- 1.09 Amendment or Suspension of Board Policy

Chapter 2
ADMINISTRATIVE ORGANIZATION

- 2.01 Selection of Superintendent of Schools
- 2.02 Duties of Superintendent of Schools
- 2.03 School Board-Superintendent Relationships
- 2.04 School Board-Staff Relationships
- 2.05 Administrative Departments
- 2.06 Administrative Organization Chart

Chapter 3
INSTRUCTIONAL PERSONNEL

- 3.01 Selection of Instructional Personnel
- 3.02 Professional Qualifications of Instructional Personnel
- 3.03 Contract for Instructional Personnel
- 3.04 Placement of Instructional Personnel
- 3.05 Duties and Responsibilities of Instructional Personnel
- 3.06 Transfer of Instructional Personnel
- 3.07 Supervision of Instructional Personnel
- 3.08 Evaluation of Instructional Personnel
- 3.09 Professional Conduct of Instructional Personnel
- 3.10 Length of Working Day for Instructional Personnel
- 3.11 Absences During Working Day for Instructional Personnel
- 3.12 Tenure of Instructional Personnel

3.13	Salary Schedule for Instructional Personnel
3.14	Sick Leave for Instructional Personnel
3.15	Maternity Leave for Instructional Personnel
3.16	Personal Leave for Instructional Personnel
3.17	Vacations and Holidays for Instructional Personnel
3.18	Retirement for Instructional Personnel
3.19	Inservice Education for Instructional Personnel
3.20	Graduate Study Leave for Instructional Personnel
3.21	Dismissal Procedure for Instructional Personnel
3.22	Termination of Contracts of Instructional Personnel
3.23	Complaint and Communication Procedure

Chapter 4 NONINSTRUCTIONAL PERSONNEL

4.01	Noninstructional Personnel Defined
4.02	Selection of Noninstructional Personnel
4.03	Assignment of Noninstructional Personnel
4.04	Duties and Responsibilities of Noninstructional Personnel
4.05	Length of Working Day for Noninstructional Personnel
4.06	Salary Schedule for Noninstructional Personnel
4.07	Sick Leave for Noninstructional Personnel
4.08	Vacation and Holidays for Noninstructional Personnel
4.09	Retirement for Noninstructional Personnel

Chapter 5 INSTRUCTIONAL PROGRAM

5.01	Program of Instruction - Elementary
5.02	Program of Instruction - Secondary
5.03	Program of Instruction - Physical and Health
5.04	Guidance and Psychological Service
5.05	Selection and Adoption of Textbooks
5.06	Field Trips and Excursions
5.07	Instructional Materials
5.08	School Records and Reports
5.09	Money Drives and Contests
5.10	Evaluation of Instructional Program
5.11	Academic Freedom

Chapter 6 PUPIL PERSONNEL ADMINISTRATION

6.01	Admission of Pupils
6.02	Assignment of Pupils
6.03	Classification of Pupils
6.04	Attendance of Pupils
6.05	Promotion and Retention of Pupils

- 6.06 Suspension and Expulsion of Pupils
- 6.07 Supervision for Pupil Safety and Protection
- 6.08 Admission to Special Classes
- 6.09 Approved Pupil Organizations and Activities
- 6.10 Eligibility for Student Organizations and Activities

Chapter 7
AUXILIARY SERVICES

- 7.01 School Health Program
- 7.02 School Lunch Program
- 7.03 School Transportation Program

Chapter 8
FINANCIAL AND BUSINESS MANAGEMENT

- 8.01 Budgetary Procedures
- 8.02 Maintenance of School Property
- 8.03 Purchasing of School Materials
- 8.04 Expenditures and Financial Records
- 8.05 Auditing of School Accounts
- 8.06 School Activity Funds
- 8.07 Leaving Money and Personal Valuables in School Buildings

Chapter 9
SCHOOL-COMMUNITY RELATIONS

- 9.01 Community Use of School Facilities
- 9.02 Restricted Uses of School Facilities
- 9.03 Interpreting School Activities
- 9.04 Selling and Advertising on School Property
- 9.05 Hearing Citizen Complaints
- 9.06 Relations with School-Connected Organizations
- 9.07 Relations with Citizen Committees

Chapter 10
RULES AND REGULATIONS

- 10.01 Formulation of Rules and Regulations
- 10.02 Board Approval of Rules and Regulations
- 10.03 Distribution of Rules and Regulations
- 10.04 Amendment or Suspension of Rules and Regulations
- 10.05 Applicability of Rules and Regulations